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ABSTRACT

Major issues likely to affect the community colleges in Virginia in the 1980s are highlighted in this conference proceedings. First, panel presentations by Gordon K. Davies, J. Wade Gilley, James H. Hinson, Jr., and Joseph Fordyce address the role of the State Council in Higher Education and its perspectives on the coming decade, legislative and public policies affecting different sectors of education in the state, trends in the Virginia Community College System, and external concerns and challenges faced by the colleges. After a review of the questions addressed to the panel and their responses, the text of the two major conference presentations is provided. First, Hinton considers methods of planning a dynamic future for Virginia's community colleges, and then Fordyce reviews the positions of leaders in the community college field regarding the greatest challenges of the 1980's. Summaries are then presented of small group discussions focusing on special issues related to general education/junior-senior college articulation; occupational, remedial, and continuing education; student services; and administration and research. Appendices present the conference program and a list of participants. (HB)

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VIRGINIA COMMUNITY COLLEGES
IN THE EIGHTIES

September 22 and 23, 1980
Blacksburg, Virginia

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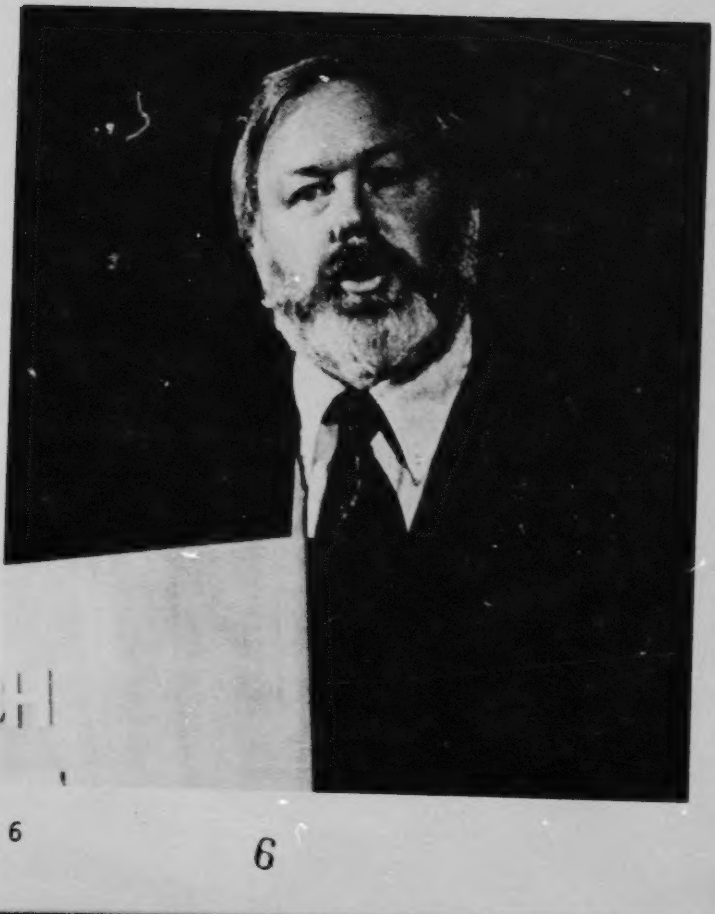

Dr. Darrel Clowes
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FOREWORD

This conference occurred because several events converged: the college calendar proclaimed the beginning of a new year and a new decade, the new leadership for Virginia's community colleges was newly in place, and major national and state forces made their presence felt through the state agencies that work with community colleges. Given this convergence of events, it was desirable to create a congregating of people representing these events to mark the beginning of a significant decade for Virginia's community colleges and to discuss the events and forces shaping our future.

Faculty and staff from New River Community College worked with Community College Program Area faculty at Virginia Tech to plan and produce the conference. Jim Hinson, the new Chancellor, came representing the new leadership of the Virginia Community College System, Gordon Davies and J. Wade Gilley came representing state level concerns, and Joe Fordyce came representing the national community college movement. Personnel from many colleges in Virginia participated through involvement in the presentations, discussions, and work sessions. We at New River and Virginia Tech were grateful for the opportunity to provide this forum and gratified by the result. We thank those in attendance for their parts and offer these proceedings as a record of our congregating.

Darrel A Clowes

Darrel A. Clowes
Conference Director
& Moderator

Dr. Gordon K. Davies
State Council for Higher Education

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ISSUES -- VIRGINIA'S COMMUNITY COLLEGES IN THE EIGHTIES

Dr. Gordon K. Davies
State Council for Higher Education

Last Tuesday I talked with the faculty at Piedmont Virginia Community College. The subject was the future of the community colleges and the forecast for them in the eighties. I suggested to them a weather forecast which read a little bit like this--mostly sunny with scattered clouds of suspicion and depression and the possibility of lightning striking in the middle eighties. Because of atmospheric conditions some considerable static will occur on lines of communication. Persons suffering from extreme paranoia should stay indoors and not read the local newspapers.

Today we panelists have agreed among ourselves to make only a few brief remarks because our primary interest is to hear your questions. I want to review what the Council of Higher Education does and how I think it will be looking at some of the major issues in the next ten years.

The Council of Higher Education is a coordinating body; it has eleven members who are appointed by the governor for four year terms. A coordinating body is different from a central governing board in that there are many areas in which the Council has no authority. It often works by finding compromises--mediating, arguing, cajoling, and convincing people that this is the way in which a system of higher education should be put together.

There are areas, of course, where the Council does have regulatory responsibility of one sort or another. The Council is responsible to review and approve all changes in the missions of Virginia's institutions of higher education and to establish the missions of any institutions which may be created in the future. I hope there are not any institutions created in the future, but missions are terribly important for Council planning. Rather than viewing missions as general statements of aspiration, the Council views them as positive statements of intent. You are what you do, for whom you do it, where and when. Your aspirations are to change that mission from one thing to another, to expand your range of service, to expand the population reached, and to expand the geographic locations of one sort or another.

One thing Council members agree on is that in the next ten years they must look at the entire system of state supported colleges and universities (there are 23 community colleges, 15 senior institutions, and 1 branch two year campus) with as few preconceptions as possible. It must not regard the system as a set of pigeon holes which must remain filled at all costs. That will lead to consideration of alternatives which can alarm people. The Council, discussing issues about two weeks ago, raised some of those possibilities, and the press applied them to institutions; the Council never did, but the press did. One of those possibilities includes the mergers of senior institutions and community colleges in parts of the state where enrollment could be a problem in the future. Another is the possibility of changing senior institutions in urban areas to upper division institutions and saying that the community colleges were solely responsible for the first two years of education. The senior institutions would deal with juniors, seniors and graduate students. (I should mention that after the conversation an observer came up to me and gave me the key reason why that would not work--it would wreak havoc on intercollegiate athletic programs. There is the kind of "given" you have to work around in planning for higher education.) Another possibility is that in some, not in all, areas of the state the transfer programs offered by the community college and the first two years of education offered by the senior institution might end up competing with one another and should possibly then be merged. All of these possibilities come into consideration because of some obvious enrollment problems that Virginia is going to face.

In Virginia, the general population is growing, but the 18 to 21 year old population is dropping. Beginning this year, it will drop by 50,000 people in the next five years. One out of three of those 18 to 21 year olds will be in college or would have been in college if the traditional college going rate continued. That means there would be 17,000 fewer people of that age group in college. The number of high school graduates is dropping and will drop by about 12,000 in the next five or six years. One out of every two of those students would go to college, so there are going to be some real pressures on institutions in Virginia. Older populations are, however, still growing. The 25 to 34 year old population will continue to increase.

The community colleges' and the Council's latest enrollment forecasts show that on a base of about 50,000 full time equivalent students, the community colleges can expect to grow by about 10,000 more in the next 12 years. The senior institutions, on a base of about 110,000 full time equivalent, can expect to grow only about 8,000. Over 12 years, to grow 8,000 FTE on the base of 110,000 is to grow less than 1% a year in the aggregate. One of the major problems is that this growth is going to be very uneven and concentrated in a few parts of the state, the urban areas to be specific, and northern Virginia in particular as the major urban area which is most dynamic.

Considering all of these factors, the Council looks for ways in which it can plan growth that is necessary and yet avoid unnecessary duplication. One of the hardest problems the Council has month to month, day to day, is that every part of the state will claim, with some justification, to be different. Every part of the state claims to need more programs, because their people need to be able to commute to college. We are now at the point where the admirable community college philosophy of providing two years of education within commuting distance of every Virginian has been extended effectively through the master's level. The major effort is now to extend it to the professional and doctoral level. Everybody in Virginia has a right to commute to a doctoral program of his or her choice, according to those who are trying to get these programs in all areas of the state.

I think we are playing a zero sum game at this point. If the population statistics are right and if the funding history of higher education is an accurate reflection of what we can expect in the future and if we keep adding programs across the board, we are going to find ourselves with less and less money for each of the programs we have added.

One of the major concerns of the Council is to define mission in as clear a way as possible. To say an institutional mission is to be "all things to all people" is not precise enough. The Council, through its staff, will be looking to engage community college administrators and boards in a more precise effort to define their mission for the eighties.

Dr. J. Wade Gilley
Secretary of Education

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ISSUES--VIRGINIA'S COMMUNITY COLLEGES IN THE EIGHTIES

Dr. J. Wade Gilley
Secretary of Education

I thought I might put my remarks in the context of some issues that cut across all elements or segments of education in Virginia and discuss some of the public policies which might address those issues and impact the future of education in Virginia--at least what might happen here in the 1980's.

As Gordon has indicated, to use his figures, there will be 50,000 fewer traditional college age people in Virginia and that might translate into 17,000 fewer full-time students in our colleges and universities. I think this is backed up by the demographics. Very simply, in 1961 there were 4.3 million people born in America, and in 1976 there were 3.1 million. We can talk about the declining enrollment projections in 1971, and past speculation--all of that was based on the accessibility, the percentage of people going on to college, the war, draft and a number of other factors. Now the problem faced by colleges is that there are going to be about twenty-five percent fewer bodies in the nation and the State. Virginia is not very different from the nation as a whole in this respect. We like to think that we are different, but we are about average in our economic and social outlook for the 1980's.

We are going to have a substantial increase in the twenty-two to thirty-four year-old population to sustain current FTES levels. However, if it takes four or five part-time students to make one FTE, we are going to have to not only maintain the percentage of this older population that is going on now, but also to increase the college attendance rates of those older people by thirty to forty percent.

In that context, it is helpful to look back at what has happened in the last twenty to twenty-five years. When I started here at Tech in 1957, there were about twenty-five thousand students in Virginia's public colleges. We had twelve campuses then, and twenty-three years later, we have thirty-nine colleges, fifty campuses, and 230,000 or 240,000 students. Of those 230,000 or 240,000 different students, probably half are part-time students. So we have seen a growth from very few part-time students in the mid-fifties to a substantial number in 1980, a revolution of terrific proportions in just twenty-three years.

Whether or not this revolutionary growth in part-time students will continue and even accelerate will depend on public decisions and economic and social conditions. It is difficult to know if this revolution in part-time enrollment will continue or accelerate in the 1980's and thus provide a basis for expanded enrollment.

On the other hand we have the financial conditions. As we all know, due to a variety of factors including the importation of energy, loss of productivity and institutionalized inflation, the economic wealth of our nation is being discounted. And this is affecting all of us: the individual, the family, the private sector, and the government.

One of the side effects of this financial situation is the concern among the taxpayers about what their money is going for and how much is going to government. With the graduated income tax, the government takes in about $1.50 or more for each dollar of inflation. The net result is that the Federal Government, as inflation goes up, gets larger and larger shares of the economic pie. As a result of this, there is quite a bit of interest in tax limitation and tax reduction.

We have had before the General Assembly several bills to put a constitutional or statutory limit on spending in Virginia. None have passed, and I don't believe any will pass in the near future. However, we have had during this time a whole series of tax reduction measures. In 1966-68 when I first became associated with the community college system, we saw the sales tax pass in 1966, two cents state and one cent local option. In 1968 we added a penny to that, and one penny sales tax brings in about 150 million dollars a year. In 1970 income tax was increased, and in 1972 a variety of taxes was increased. During the late sixties and early seventies not only was our economy growing by leaps and bounds (Virginia was outpacing the nation), but we were also increasing our tax laws and rates.

We had a lull in tax legislation in 1974, but beginning in 1976 no session of the General Assembly has past without a tax reduction bill being approved. First, they reduced the tax on utilities from three and one-half percent down to two percent over a six year period: the last portion of that phase-in will occur in the next biennium--1982-84. The inheritance tax was exchanged for an estate tax with a significant loss in revenue to the Commonwealth. In 1980 we saw an elimination of the sales tax on home heating fuel. At the same time the localities have been under pressure from taxpayers for relief from property tax. As a result, the General Assembly passed a 150 million dollar revenue sharing bill with the localities in 1979. At the same time the federal government eliminated revenue sharing with the state at least for this year.

What all this means for 1982-84 is that we will have approximately 500 million dollars less than Virginia would have had if none of these actions had taken place. That would indicate that even though our economy is still growing slightly faster than the national economy and we still have an advantage because of our diversified industry, there is going to be a contraction of state financial resources.

The third issue of increasing concern is the question of governance. Who is in charge of education and who should make the critical decisions? Agency and institutional heads are concerned about the trend toward more and more decisions being made in Richmond and in Washington. It is interesting that Washington, in particular, is able to institute numerous policies with very little money. In 1971-72 the federal government contributed ten percent of the total elementary-secondary school budget in Virginia and in 1979-80, even though there have been significant increases in the federal budget, the federal government still only contributes ten percent. At the same time we have had numerous public policies implemented without additional money: special education, access for the handicapped, Title IX, etc. Local school divisions and colleges have been subjected to a continuous barrage of federal rules and regulations--and many decisions, which should be made at the local level, are being made in Washington. Concurrent witn the tremendous growth in the state budget there has been a growing interest on the part of members of the General Assembly (and the Executive Branch) in a closer coordination between the taxing and the spending authority. Remember that the members of the General Assembly must go out every two years and get reelected. If they support the sales tax on food, which will be challenged in January, they have to know what the money is going for and be able to justify it in the electoral process.

There has been a closer coordination, and there has also been a push for efficiency and economy in government. At the elementary-secondary level it is interesting that the question is the control of the curriculum. The state delegates almost all of the day to day administrative functions of the local school division to local officials; however, curriculum control is moving to the state. In higher education we have just the opposite. The state's posture is that academic decisions should be made by the institutions of higher education; at the same time the state is pulling in to Richmond more of the administrative functions. Rules and regulations have been put into law and into the appropriations bill affecting how you hire a consultant, select an architect, apply for federal funds, and who takes the state car home. All of those have been put into law or regulation by the General Assembly and the Executive. The question is who is in charge and who is accountable? Certainly that is a current issue, and one we will wrestle with throughout the eighties.

Another major issue facing us is the question of educational quality. The Gallop poll on public education and the Virginia poll, conducted by the State Chamber of Commerce using the Gallop poll as a model, tells us that Americans in general and Virginians in particular are interested in getting better education for their dollars. The people are definitely interested in high quality education. So, I think that you will find in the General Assembly, in the executive branch, and in the populace a continuing interest in improving the quality of education at all levels. This is moving to the General Assembly because educators have really side-stepped that responsibility. The standards of quality required by the 1970 constitution were very weak when they came out of the Board of Education, and the General Assembly has made them stronger and stronger. We have a very good set of standards for public education, and they are recognized as such throughout the nation. It is going to be incumbent upon educators in the Commonwealth at all levels to address the issue of quality and make sure that this is a high priority as we move into the eighties. It is going to be necessary because if the educators do not do it, the elected officials will do it. While focusing on quality, it will be essential to justify additional operating funds and even defend the current slice of the economic pie.

Now, of course, there are a number of other issues which we as educators must deal with. One is the non-traditional student and the learning society into which America is evolving. During the last twenty-five years we have had a real revolution. For example, the Virginia Cooperative Extension headquarters here at VPI, the land grant school, reported that 4.5 million people last year had some experience with the extension division. The extension division is really an adult education program that has been in operation for a long time. It is funded at something less than 30 million dollars a year, but it is a very comprehensive program spread all across the state.

Also the public libraries in Virginia, which are relatively new, and only partially funded, had 1.9 million registered borrowers last year. The public libraries have had their formula adopted into law by the General Assembly, and at this point they are only funded at sixty-seven percent of the formula (higher education is funded at ninety-four percent of its formula). Add on top of these the citizens enrolled in non-credit programs and the effort the Commonwealth makes in affirmative action and equal opportunity at all levels; one must concur that a great number of people are participating in the education process that were not twenty-five years ago.

So in planning for the 1980's we are going to have to take into account the non-traditional enrollments and what impact they have on state governments and funding, the financial situation, the emphasis on quality, and the emphasis on governance and accountability. Public policies will impact on all of this as we set priorities. You may have read in the paper that the Governor is concerned about the cost of Medicaid. Medicaid is an entitlement program, according to state law, and the program spends whatever the rules and regulations say it has to spend. This past year the Medicaid program had about an eight million dollar deficit and is expected to have about a thirty million dollar deficit next year; it is more or less a cost plus operation. The General Assembly and the public will have to choose between higher education, education overall, public health and welfare, transportation, and criminal justice. Within education there are going to be priorities set between elementary and secondary on one hand and higher education on the other and then within each of those programs. For example, priorities will dictate what role the state will play in funding continuing education, either credit or non-credit. The question is becoming clearer with some of the General Assembly rules on funding non-credit courses. There are many public policy considerations which can impact on education that may now be in the developmental stage. For example, who would have predicted the impact of the Middle Income Education Act that was passed in 1978. We apparently have seen a tremendous number of full-time students going to college because they could borrow the money. In 1978 the state Education Assistance Authority handled a loan program of about sixteen million dollars to eighteen million dollars, and this year that is going to be a sixty-five million dollar plus program -- a tremendous growth in just a two-year period. Many of the universities, particularly the urban universities, tell me this has really helped their enrollments in full-time students.

Youth training programs in the community colleges certainly could have an impact on enrollments. Many public policies at the state and federal level are in the discussion stage and could have an impact on enrollments. We should do contingency planning in the 1980's; we should take into account the factors that we know. We should look toward quality; institutions should be the first ones to establish priorities and make their own assessments. It will be a difficult 1980's, but I think there are many opportunities to improve quality and provide additional services. All of that is going to have to be justified hard, and really that isn't all bad either.

Dr. James H. Hinson, Jr.
Chancellor
Virginia Community College System

ISSUES--VIRGINIA'S COMMUNITY COLLEGES IN THE EIGHTIES

Dr. James H. Hinson, Jr.
Chancellor, Virginia Community College System

The decade of the 1980's in my judgment will be an era of unprecedented opportunities. I have a little advantage over Gordon Davies and Wade Gilley who have spoken, because they must be involved with all of higher education on the one hand or with all of education in the Commonwealth on the other hand. I look particularly at the Virginia Community College System, recognizing that it must articulate with the other aspects of education within Virginia. I have ten minutes to talk about the decade of the 1980's--that is one minute per year.

I want to take just one minute to expand on the theme of unprecedented opportunities since this is obviously not a universally held view. There will be limitations. In one of the opening chapters of Ed Gleazer's new book he says that this era will be one of jeopardy for community colleges, and to some extent I share that view. I say it is going to be one of promise, but I do not disagree with Dr. Gleazer. I think he would not disagree with me because in the later chapters of his book, he outlines what he sees as the future for community colleges. He sees an expanded role and I agree. The jeopardy relates to the sort of thing that has already been mentioned, so I will not dwell on it too much. It relates to inflation, to the cost of energy, to other services and their expanding nature such as health and welfare. It relates also to competition among institutions, and obviously there must be some coordination there so that we do not waste the precious resources we have at our disposal. But, it also relates to opportunity, and I believe at this point in time--taking off from 1980--that we have a greater array of resources to apply to problems than we have ever had before.

If you look back through history and compare the array of resources that were available then and now, you would recognize that we have tools that never previously existed, at least in the volume, complexity and sophistication that exists now. We have the institutions in place to solve problems. We have the people with the skills to do it, and I am particularly impressed in my short time with the VCCS with the quality of the people that I have encountered who are right there ready and willing and able to do this. They have both the attitude and the desire to move forward, and I think this is characteristic of the people of the VCCS.

The status quo--definitely no. That is not going to prevail, but we are somewhat trapped by some of the concepts that we have engendered in our brief history. Just a glance backwards. Virginia established its community college system in an unprecedented fashion. Who else in a nation in a decade and a half could put into place this cohesive system now providing services to a quarter million of Virginians. Gradualism was the rule in most other places. Virginia took the ball and put it into play in a unprecedented fashion, and brought forth this marvelous system of community colleges to supplement its other educational resources. Yet we took on some of the trappings of the institutions that had been in place much longer and some of those traditions may limit us somewhat unless we disabuse ourselves of them.

We also are in the funding pattern of other institutions, and definitions that are developed of a general nature apply to us specifically as they do to VPI and its uniqueness or to UVA and its uniqueness. They are applied to us and our uniqueness. We are going to have to learn how to deal with that and to recognize how to distribute dollars in order that uniqueness might not be sacrificed. In particular, we have got to communicate with state agencies and legislators about this uniqueness. I think the areas of uniqueness that we have, and the areas of uniqueness that other institutions have, is really where the ball game is to be played. We are going to continue to do well those things that are in the general pattern of service, but how well we do these things that are unique to us is going to make all the difference as far as the decade of the eighties is concerned.

We have a great advantage because of our characteristics of adaptability, responsiveness and awareness. They are no longer our secret weapons. They are secret only to the extent that we have kept them secret, and we have got to communicate them more so that everybody will come to understand.

Now, a brief look ahead into the 1980's indicates to me that the future is not fixed. We do not have to take these statistics as they are now propounded and forecast and accept them. We have the ability to make plans and decisions that will in themselves alter the future, and that is our job. That is our job in the VCCS; it is our job in state government. We have got to take ourselves along the most desirable path to the future, and I think we can do that.

The VCCS can even make decisions that impact on the deficit that relates to Medicaid. I am going to be challenging the Presidents at their next meeting to come up with a plan that will not solve the problem in the short range but which I think can have an impact in the intermediate and especially the long range.

We are responsive to today's needs. We are able to get out into the community and respond to new industry as has been noted. We are aware in general of tomorrow's possibilities, but we have not had the time to stand aside and to give them adequate attention. Part of our operation in the immediate future must be to take the time to stand aside to dream and to plan.

We are going to be kicking off the VCCS Master Plan for the decade of the 1980's at our annual meeting coming up at the end of October. We will have leadership personnel all together at our annual meeting. We will announce then that we are going to involve thousands of people within the Commonwealth in looking at the VCCS, taking it apart, and putting it back together again in a plan for the 1980's. We will do that department by department and discipline by discipline. This is going to involve people getting together and talking about what they are doing and putting their creativity to work to see where they want to go.

Now I recognize we are going to have several problems to resolve along the way that are very pragmatic. We have got to resolve the problems relevant to off-campus as opposed to on-campus activities. I am convinced that our off-campus activity is deserving of full support. We have got to resolve the problem of processing the number of part-time students that make up one full-time equivalent student. This is not a detriment; it is an asset because we are serving more people. Everyone of those part-timers that it takes to make a full-timer is a human being who is either going to be a consumer of services or a producer of them. This is not a clean dicotomy, but it is a relevant one. There is going to be more retraining, more rejuvenation, and there has got to be more planning to accommodate it.

We have a vast reservoir of unserved people out there. Our average age among those 250,000 people served by VCCS is approaching 30. It may go up a bit as the average population age goes up. As we plug in those individuals who are not now being served, we tap the reservoir of people who, because they have not been served, have tended to be the greatest consumer of resources. If we can get them to be producers, we will create more resources for the Commonwealth and solve some of the problems that have been mentioned here already.

Dr. Joseph Fordyce
Educational Testing Service

ISSUES--VIRGINIA'S COMMUNITY COLLEGES IN THE EIGHTIES

Dr. Joe Fordyce
Educational Testing Service

When I was a young person growing up in West Virginia, there was a Virginia debt left over from some place or another, and I know that one of our biggest worries was how poor West Virginia was going to pay off that Virginia debt. I cannot understand this pessimism that I hear now about the financial situation because of how we struggled to pay the great Commonwealth, but at any rate it is wonderful to be here in the hills again. I am impressed of course with Gordon and Wade's realism and with Jim's optimism, and all I can do is to second both.

I would like to discuss with you some internal concerns and challenges, some of which Jim certainly eluded to, as opposed to the more external concerns and challenges contained in the excellent presentations of Gordon and Wade. I would like to comment on those briefly and come back to some other things.

Certainly the issues that I hear most frequently are those of enrollment and autonomy. I guess it is not polite to talk about autonomy now because we are really talking about various kinds of direction: suggestion, control, strong coordination, weak coordination, control at various levels outside of the institution itself over what a very few years ago might have been almost exclusively institutional concerns and institutional "business."

I would like to comment very briefly about enrollment. There is no question that there are fewer people around the college age, and this will reach dramatic proportions by 1985, as Wade and Gordon pointed out, when the lightning may indeed strike. It suggests of course that the real problem,as far as support for higher education is concerned, has much to do with the kind of funding formula that may be extant at the time these things, doleful as they sound, occur. Certainly one problem is that colleges and especially community colleges have been driven by dependence upon FTE. We are being paid by the number of students we have. It has always been clear for the smaller colleges that this is not an equitable situation. Many of the states, Florida and others for example, have created variations on the pattern of funding moving from sole dependence upon the number of students. Obviously this factor can never be eliminated entirely; it certainly cannot be, but there are other important considerations. There are many aspects of the operation of an institution of higher education that have relatively little to do with the number of students. There always has to be. I say that with some misgiving because there have been a couple of boards that have tried different patterns, but presumably there always has to be a president of an institution. There are a great number of these factors that have to do with the ongoing operation of an institution that are not dependent upon the number of students. The cost is the same for a small institution as it is for a large institution. Once again just like the person who is in charge of your paying whatever taxes you pay, when you talk about formulae you cannot solve anything by the formula itself except in terms of the way the money moves through the formula. So if Wade is correct, and we are talking about a smaller pie, then this indeed becomes a more difficult situation. I would like to suggest to you that I do not think that that pie needs to be or will continue to be increasingly small; however, it is my belief that the American people will respond to the needs of education as soon as this cycle of pessimism is over. I would predict it would be over within our lifetimes. I think even Californians are beginning to question the wisdom of Proposition 13, and if you can get Californians to do that, then certainly Virginians should. I am a great optimist in regard to that. In addition, even if we do depend upon the same pie as far as money is concerned, the same kind of formula for the distribution of funds, individual institutions can indeed do something about it. We can, as Jim is suggesting, improve our position in terms of the number of people we serve. I for one will not admit that that is selfish on our part as educators; any educator who does not feel the necessity for reaching a greater share of the population that we are destined by law and by morality to serve, certainly needs to have his imagination stirred for him.

I am unhappy, Gordon, when I read in your report that 50% of high school graduates in Virginia attend institutions of higher education and that your plan does not foresee the possibility of that increasing very much. It seems to me that it is a role especially of community colleges to make sure that that percentage does indeed increase. Fifty percent of the high school graduates go on to two years of education--what we ordinarily think of as a community college education; I think 50% is too low a figure.

In regard to the whole enrollment situation, I simply comment that I would hope very much that short term considerations do not bind us to long term considerations, and our conclusions are obvious. I think it would be the greatest tragedy on earth if this system to which Jim has eluded would in any sense be scuttled as a result of the depression. I use the term not in the way in which the candidate allegedly used it, but the psychological depression through which we are now going. If that colors our decisions so much that we lose sight of what is going to happen in 1990 and 2000, it seems to me that we would be terribly short sighted. I would look particularly at any consideration of amalgamation of community colleges with any other kind of institutions. The uniqueness of both would be badly violated. I will not dwell on the autonomy question except to say that it has been brought back by a series of considerations, the financial situation in my judgment being a powerful one. Financial consideration simply says that where the money comes from so comes the authority, and of course there is a strong tendency in that direction. It does not necessarily follow, however, that any sort of complete control is necessary, and I am glad to hear you use the term coordination. The Florida system of community colleges is an example to the contrary where community colleges are entirely state funded with reasonably modest student fees and all of the rest coming from the state and so far a modicum of state control or even coordination, although there seems to be evidence that this control will increase. The other reason behind central control is a legitimate need for coordination within the high degree of specialization in higher education. This is true even in the community colleges where we do consider ourselves to be comprehensive. The fact still remains in our occupational programs there is a degree of specialization that most of us would not have dreamed of ten years ago. With increasing specialization and with the increasing costs of personnel, time, and money involved in a higher degree of specialization, there must be somebody who can indeed keep the duplication of those specializations within some kind of reasonable bounds.

QUESTIONS FROM THE AUDIENCE WITH ANSWERS FROM THE PANELISTS

Is there a potential conflict between distributive education and secondary education and the continuing education community college function? A report was rendered calling for accountability.

Wade Gilley: The subject of the study by the task force was adult continuing vocational education rather than distributive education; it grew out of the concern about the effectiveness of the 23 coordinating committees. In the early 1970's there were several legislators interested in the subject of duplication of effort between public schools and community colleges in adult vocational education. The house education committee held some hearings and some discussions, and as a result the educational offices in Virginia got together, and they hired some consultants to look at the Virginia situation and to make some recommendations. They recommended 23 coordinating committees, one for each community college district. In 1978 there was concern about duplication and the function of these committees, and a task force was established to review the situation. The task force visited some community colleges and surveyed some community college districts and then made a number of recommendations. Their findings and recommendations were submitted to me in a report which we transmitted to the members of the council of the education committee, senate health and education committee, and various other people involved. There were several minor recommendations, but generally they found no significant duplication. They did find value in the committees in the colleges; local and public school divisions in the college district wanted it to be a positive force, but in most cases they were inactive. Interestingly enough they recommended that the VPI extension division be added as a representative on each local committee.

What is the distinction between our sense that people wish to have budgets and taxes reduced and the sense that they want services? Are government officials able to read that properly from the population?

Gordon Davies: I do not think that the people of Virginia have lost faith in education at all. I do not think the people in this state have lost their confidence that education is still the way to a better quality of life, to a greater freedom of choice, and to a more intelligent and informed populous. I think on the other hand that there is a considerable problem in the General Assembly whose representatives are extremely disillusioned with higher education and especially with the imprecision of what higher education is supposed to be about and how it delivers the goods. While I do not sense a disaffection in support of education and especially higher education from the general populous, I do sense an unwillingness to pay. One of the greatest examples in Virginia of the general support for higher education but the unwillingness to pay for it is the salary of the local public school teachers, which as far as I am concerned is criminally low. It is no wonder that people leave the profession; it is no wonder that people do not go into the profession. The salaries of the public school teachers are now very largely established by the local school jurisdictions. I think quite frankly that we get exactly the kind of educational sytem we deserve, and if that is an average to mediocre educational system, that is exactly what we are willing to pay for and what we get. What worries me is translating this general sense that education is good into a willingness to pay the dollars, and I do not agree that the willingness to pay the dollars is there.

Wade Gilley: There are a lot of factors at work. The public opinion survey that the Virginia Chamber of Commerce did a couple of years ago seemed to indicate that people of Virginia were in favor of high quality education, improving the quality of educational programs as they exist, and most indicators suggest people are willing to pay for results. On the other hand we have situations like in Chesterfield County where they are overcrowded--one of the few counties where many students are in trailers. The county has doubled in population in the last fifteen years and desperately needs another high school. I watched that bond campaign for $45 million; the school board was able to schedule it on September the 2nd, the Tuesday after Labor Day, which they received some criticism for because it was supposed to be a light turn out. Everything that I saw on TV and heard on radio seemed to be that is was going to pass, but it was turned down 3 to 1. All across Virginia this year we have seen a sort of confrontation between the school boards, who have become more active and more advocates for education, and the supervisors, who control the money. Generally speaking school boards want the salary increase of public school teachers to range from 10 to 15% this year, so in many cases the school boards were supported by the PTA's. I think that it is good that the schools and the parents have to wrestle with the supervisors. The results all across the states this year have been for more education and more support and better understanding of what schools are trying to accomplish. Then we go back to the other side of the fence in the General Assembly. There is no question that there is tax cut fever. The subcommittee met last Tuesday, and they reported a bill to cut taxes $65 million. We will have to have an alternative, for example raising the general sales tax to 5¢. There is a struggle because it is an election year. Every year since 1976 there have been one or two tax reduction bills introduced and passed which were justified because Virginia's economy is expanding faster than the rate of inflation or the national economy, but the tax reduction bills have brought us pretty much in line. We are a low tax state, but the net result, as far as state funds are concerned if you take into account inflation, is that we have fewer real dollars today than we had last year, and we will probably have fewer real dollars next year than we have this year. Someone will have to set priorities and allocate those funds.

Jim Hinson: First, you have not gotten a salary increase at all if you are talking about a ten percent increase and the inflation rate was fourteen because in terms of real income that was eaten up in advance, so you recouped only a part of it. One of the ways that government funds itself is through inflation and that is particularly true at the federal government level and then in turn that feeds additional fuel for inflation into the economy. The answers that have been given are good in that the key to having people understand is to engage them in the process. I happen to have come from a district before coming to Virginia that never lost a bond issue. In the 1973-74 recession we passed the largest bond issue in the history of that jurisdiction, a 53.7 million dollar bond issue for one county. We built a new community college campus in the economic recession, and the way it was done was simply to engage people in discussing what they were going to get for their money. We have really bitten off a big chunk for education in America. It was to be for everybody, and the community colleges have contributed to reducing the elitism in the post-secondary era of education as far as life-long learning is concerned. Other nations have been able to establish the teacher or professor as equivalent to the doctor, the engineer, or other professionals in that society by feeding on the fact that they did not fool with educating the masses and thus "borrow" resources from them. We have made it more complex in our society by having the goal of educating everyone in the long range. If we succeed in that, then that makes more resources available, and I am not just agreeing with Wade because he was also one to say that. Have you seen the Fram commercial--pay me now or pay me later--buy my $5 oil filter or pay my $500 valve job? I am convinced that education is the expenditure that represents the oil filter and that incarceration, rehabilitation, and welfare are the $500 valve job. I think that if we do not give the attention to selling that viewpoint and putting the resources in that are preventive in measure and are building in nature that we inevitably will have to come up with those larger expenditures later on and put more pressure on the government.

What is the role of the GED equivalency exam in the continuing education function?

Wade Gilley: One thing about education, we are always willing to take anything anybody will give us whether or not they give us the money to do it. That is one of the problems we find in public education. The elementary and secondary schools have taken everything from driver education to GED to legal education to career education to how to protect yourself and your property. There are 44 different groups formed as part of the public school curriculum, and one of those interest groups is the federal government which provides some money for adult education. The high school equivalency in Virginia has been assigned to the State Board of Education as its function. There has been some cooperation between community colleges and the Board of Education in some cases, but generally speaking it is still almost an exclusive property of the Board of Education. Personally, I do not have any strong feelings about it as to where it is. I tend to believe that if community colleges, being more activist and more aggressive than public schools, engage more people then they might even do a better job than many public school districts, but I do not see any movement in that direction.

Joe Fordyce: It is a very common practice throughout the nation for community colleges to do everything that they can to get students into institutions. Most of the states have now eliminated regulations or laws that required high school graduation for entrance to community colleges. Most boards governing community colleges were able to establish that. The fact still remains, however, that some states do have a requirement of high school graduation for which the GED is tremendously appropriate, available, and convenient. It is a very legitimate function of the community college to provide the GED, but only if there is indeed a good relationship with the public schools, which as Wade has suggested in Virginia and elsewhere, have historically had that kind of responsibility. Most of them are generally willing to give up the responsibility to the community colleges if good relationships can be worked out. If there is not disruption with the public school system that can be worked out smoothly, it seems to me that this is very frequently a community college responsibility and one that most have welcomed.

Jim Hinson: I wish to expand on the psychological impact of the community colleges having this responsibility. The persons seeking the GED in some instances are past the graduation age, so perhaps it is more palatable for most of those individuals to come into the community college setting rather than go back into the secondary school setting with the great mix of ages. To relate specifically to the question of are the community colleges of Virginia ready or desirous to do this, I will give you an emphatic, I do not know. That does elicit a little management philosophy. I have not explored it with the colleges; I am sure it has been explored previously. My viewpoint is that it would be very appropriate for us to be involved in this; however, I am one voice in the decision making process, and already in ten weeks, we have done some things that I would not have suggested as an individual that we do, but I found out that people had better ideas than I had about things. So it is something that we would certainly be willing to engage in dialogue and decision making processes in, and I can recognize certainly the advantages of doing it, but my viewpoint with Joe is that perhaps we might be a broker of that service. We might provide it directly but also involve other agencies that have been providing it where it would be more convenient for the individual to receive the service by one that has already been providing it. So perhaps the broker's responsibility would be an appropriate one for us since we are networked around the state as we are.

What is the potential impact of the demand for quality education and the state pattern of maintaining faculty salaries at low levels?

Gordon Davies: In this academic year the community college system will be at 87% of its benchmark; in the next academic year the community college system will be at 90% of its benchmark. What is the benchmark? The benchmark is nothing more or less than the average salary of community college systems across the country, so what is 90% of average? It is slightly below average, and one of the problems with 90% is that it is a dumb way to sell salaries. In 1982-84, which is the next major biennium, we are converting the whole system from a representation on 90 or 95 or 100% of benchmark to a percentile system. To take an example, when the University of Virginia is at 100% of benchmark, which sounds super, its number is not going to read 100% of benchmark, it is going to be at the 50th percentile, and your number as community colleges is going to be the 44th percentile. This is just a mathematical manipulation, but it makes the whole thing easier to sell when you start talking about the 44th percentile instead of the 92nd or 93rd. People easily forget that you are moving toward 90% of average and that 90% of average is below average. Also, we are going to try to establish some long range goals. I am honestly not sure where that is going to be because when you convert these statements into percentiles we have some incredibly low institutions. I want to suggest to the Council, in preparing its 1982-84 budget recommendations and in preparing the 1981 Virginia Plan, that the Council pick a percentile and say by the end of the decade, we would really like to have everybody in the 60th or 70th percentile or whatever looks reasonable, and here is how we have to move in order to get there. We have never had that kind of long range goal. With regard to the next biennium or the next year which is an off year, this means a short session, and the only money that the General Assembly will play with is money that it reallocates from previous appropriations or new money that comes in because of adjusted revenue estimates. The Council of Higher Education has been asked by the Secretary to take all budget requests from institutions of higher education and assign priorities to them. My inclination at this point, and I am just staff to them, is that the Council will again put its highest priority on salary increases--higher than on any other activity. It did in 1980, and you will recall in 1980, we went into the session with salary increases of 6% for some institutions and 7% for others, and we came out of that session with a range of 6 to 9%, and some real progress in the 80's session was made. I think the Council will renew that endeavor. Wade has talked with me about this possibility and what we could do with a certain number of dollars and has asked me to figure out what it would cost to give certain percentages. We have done that and provided that to the Secretary. I think the Council will establish that as its first priority. I hope I did not give away any State secrets.

Wade Gilley: I asked Gordon what it would cost to up the entire system in the second year which is the 6 to 9% salary range for most institutions, and if I am not mistaken, it is about 7 million dollars for the faculty. In the history of Virginia, college faculty salaries are interesting. Up until the early 1960's, everybody in Virginia was on a statewide salary scale very similiar to the classified scale. Two exceptions were the University of Virginia, which had its own scale, and Virginia Tech, which had a differential for science and engineering faculty. When I started to work for Virginia Tech in 1963, the base salary for an instructor was $5300, and the maximum salary for full professors was $7900. Looking at that in a period of time from 1963 to 1980 with the consumer price index going up between 150 and 175%, the full professors are making as high as $60,000, which is about 6 times that of inflation. I would say that the entry level is far beyond $5300 so we have made tremendous progress. In the area of community colleges, there have been very few years in the last ten years where there was not a 9% salary increase since we went to the new benchmark system and differentiation in trying to get people caught up. One of the problems we have in many institutions, and particularly in public schools, is we have not paid enough attention to faculty salaries, and in the period from 1971-79 the consumer price index went up 67%, the state appropriations for elementary and secondary education per pupil went up 101%, and the teacher salaries only went up 45%. What happened during that period was that there was a surplus of teachers, and faculty did not have their salaries raised. The money was used to expand personnel, for administrative services, and to take on new programs, and the public school teacher had to bear the inflationary costs of the society in general. I think it is going to come back to haunt us for the next twenty years, because the base for which we are starting is really too low, but on the other hand the dollars that it takes to raise that is so terrific. 60,000 teachers times

$1000 is 60 million dollars, just to raise them $1000. To raise them $2000, which really would not catch them up with the loss that they suffered in the 1970's, would cost 120 million dollars or almost 1% on the sales tax. Some of the same is true in college administration because we did not always give the full increase that was appropriated by the General Assembly to the faculty. It was always easy to give the on board faculty nine percent, to bring the new hires in at less than the average, and to use the rest of the money to expand and to hire new people. I did that because it was the expedient thing to do, but it was an unwise decision. The University of Virginia, which is at 102% of its benchmark, has been given more than has been appropriated and gotten themselves in a favorable situation. I think the faculty salaries at all levels of education will be one of the half dozen issues of the eighties. The issues are going to affect the internal operations and the quality of education; faculty salaries is one of the half dozen we are going to have to address. Because of the large base and how far we have fallen behind, it is going to be difficult to do, but I think in the General Assembly they are far more committed to that than they are to expanding programs. Evidence would indicate that public school salaries and faculty salaries in colleges are in top priority with the General Assembly, and I think that is good news.

Jim Hinson: Because of the dedication and ingenuity of those individuals who have already been providing services as faculty and as administrators, I certainly agree that that has to be the number one priority. In order to make progress you have to protect the progress you have already made, so that certainly needs to be a high priority item. Many of the people in higher education had their beginnings as practicing educators in the elementary and secondary schools and perhaps were involved in the struggle through the years of eliminating the differential that the secondary teacher ought to make more money than the elementary teacher. Now that we have schools divided up among primary, elementary, upper elementary, middle school, and secondary school, everybody gets paid on an equitable basis no matter on which level they are teaching. The idea of having benchmarks or having percentiles is a good one, and I agree that the percentile approach is a more sellable approach than perhaps the benchmark approach is. I think that is a step forward, but being in the community college business in Virginia I do not agree with having a lower benchmark. It is like that old struggle that I just related to about getting the salary of the elementary or the primary teacher up to the secondary teacher. I think we need to look at the task that is to be done and not just gather statistics nationally but develop a strong conceptual base as to what the job is, and then we ought to look at who is doing it and those individuals who are doing it well ought to be compensated at an equitable level.

Is there an answer to the dilemma of quality versus quantity?

Wade Gilley: I have a feeling that most community colleges are running a very tight budget, and I also have a feeling that most are doing a very good job. I have no hesitation in recommending that a friend goes to the community college, and I would have no hesitation at all to send one of my children to a community college in Virginia. Many colleges are crowded; we are crowded here at Virginia Tech. The chemistry building was built about 50 years ago and was remodeled once since then; it was built for a student body of about 2 or 3 thousand students, and now there are 23 thousand students. The College of Education is scattered over Montgomery County with very little of it on campus. However, I do not think that there is a lot of capital outlay in the future. Virginia did have a good capital outlay program this year with approximately 174 million dollars committed this past March; that was almost as much as all of the southern states combined committed in capital outlay this year. We are finding that the hundreds of millions of dollars of construction in the 50's, 60's, and 70's are going to be 20 and 30 years old in the 80's and 90's; repairs and alterations are becoming an ever growing part of the budget. It took 30 or 40 million dollars this year just to upgrade facilities for the handicapped. So the repair and alteration budget is going to grow and grow. What that means is with limited dollars for capital outlay there will be a higher proportion committed to maintenance, but at the same time institutions like George Mason University with about 60-65% of its needs in terms of capital outlay unmet will be putting the pressures on. It is complicated by the competition between operating dollars and capital outlay dollars and the competition for those funds allocated for capital outlay by repair and alteration needs. As far as equipment is concerned, hopefully we will be able to address the needs for outdated equipment in 1982 through the new program budget structure in which equipment along with new buildings and so forth will be classified as fixed assets and will be addressed separately from the normal operating budget. You will not necessarily have to take new equipment out of your operating budget. There is a question in community colleges of the ratio between full and part time faculty; that ratio is essentially what it was five or six years ago and what was essentially created by the community colleges. I am one of the guilty ones in the early days at J. Sargeant Reynolds. We very frankly expanded the size of our faculty by hiring more part time people for less so we could attract more students. We never dreamed that somewhere along the line someone would say that that was a good idea when you were expanding, and it is a good idea now when things are slowing down, and if you could offer quality programs then why can you not offer quality programs with part time faculty. That is essentially what has happened. To get back to some other ratio is going to take several dollars. When you get down to a choice between giving the faculty an 11% raise or hiring more faculty, I think generally the people are going to opt for paying people on board more.

Jim Hinson: I am not sure as a newcomer on the scene that the Virginia Community College System has received the credit for the quality that it has generated with the resources that have been at its disposal. Coming in new and having a fresh look as I visit campus by campus and as I review the records at the system level, I think a remarkable job has been done in accommodating this very rapid growth and this broad program expansion with very limited resources. Perhaps that very remarkable achievement of borning a community college system in short order was a mixed blessing because the initial facilities in many cases were short from the very beginning. In addition to the volume of facilities being short in a number of places, the type of facility had to be curtailed, and the ability to bring in groups to the campuses in large numbers was not accommodated because there were no large group type facilities included on most campuses. Mostly they are functional type settings for the typical classroom size groups. There is

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no physical education facility included. That was left up to the local jurisdiction, and I do not disagree with that as it relates to having an intercollegiate, sophisticated and costly athletic program, even though I have that personal background myself. We are going to have to relate outcomes with resources, and my personal view is that we need to give a big pat on the back for what has been accomplished thus far. As we look immediately into the future, it seems again that people are our primary resource and their ingenuity and their adaptability and their willingness to serve are our surest guarantees of quality.

Gordon Davies: I am really troubled by the question of quality. I have been raising it in Virginia now for as long as I have been in Virginia. Among academics when you raise the question of quality, they all say that it is the most important thing; we have to be concerned about it. Then their eyes go glassy, and they change the subject because nobody knows how to talk about it. I want to turn the question around. The question I will honestly give you, "Is it reasonable to assume that the quality of education would improve if you increased the amount of resources put into it?" I am not sure. It seems fairly clear to me that quality and the amount of resources are not directly related to one another. It also seems fairly clear to me that they are not entirely unrelated either. This is one of the reasons I jumped on an opportunity to take advantage of program budgeting, and I have not been a great fan of program budgeting. Program budgeting has one thing that attracts me and that is it has a component called performance review and evaluation. Those people with whom I have been scrapping in the budget office for a number of years about program budgeting are now to the point where they are ready to talk about evaluation of what the activities are that are going on out there. And it seemed fairly clear that higher education was going to get evaluated by budget analysts if higher education did not do something on its own to evaluate itself. I am using that as leverage with a task force which has now been established of people from community colleges, senior institutions, the budget office, and the Council to start talking about measuring the performance of institutions. How do you measure quality? And then see if we cannot in some way tie quality to the amount of resources you put into it. I am not optimistic about the outcome to this whole exercise, but it seems to me it is one which we keep walking around. I would like not to walk around it. I would like to gang up against it a few times and fall off and see what happens.

Are the community colleges allowed and encouraged to pursue the off campus and non-credit teaching mission?

Gordon Davies: The answer is yes. Now the question is who pays for it. That is really the issue. Nobody is telling you that you cannot go out there; the question is who pays. That is not necessarily true in the senior institutions where somebody is trying to tell senior institutions you can or cannot go out there, and that somebody is us. One of the things we are interested in doing, and I am not sure we will do it in this coming biennium, is removing from the designations of kinds of instruction all place time indicators. In other words getting rid of off campus as a category, on the grounds it really does not matter if you believe in what you are doing and believe it has any integrity. I cannot imagine any academic being satisfied with thinking that what he is doing off campus was not as good as what he was doing on campus. The other one is to get rid of the summer session designator for the same reason, as if summer school has been treated as a second class citizen. What we want to get is a more functional set of descriptions of kinds of activities--general academic instruction, functional set of descriptions of kinds of activities--occupational technical instruction, remedial instruction and so on. That is the plus.

Joe Fordyce: I always have the great hesitation and reluctance to any kind of determinations in education about the organization pattern, funding or anything else, on the basis of the time of the day, time of the year or the place, as long as there is some sort of reasonable proximity. The community college has to define, just as much as it is legally possible, the entire district it serves as its campus and treat all parts of that with the greatest amount of equality possible. I think the distinctions that can be made between the responsibility of the community college and any other institutions of education should be those that would pertain from campus to campus. There are more significant ways and criteria of determining responsibility than place, it seems to me.

Jim Hinson: I want to applaud Gordon's response. My view of the community college mission, indeed the relevance of the community college role, would be that a great volume of activity which is not defined as purely recreational would not have the objective of producing licensure or degrees but would be of great benefit to the citizens of the Commonwealth.

Gordon Davies: There is a whole other activity called lifelong learning which I do not believe in. I think it could exist, but I do not think it does. What we have in terms of lifelong learning is an ill conceived randomly selected smorgasbord of activities which are not designed specifically to meet the goals of lifelong learning. I do not think we know what they are because I do not think we have done enough research into the lifelong needs of men and women and into the pedagogical methods by which men and women of different stages in their lives might be challenged. I think what community colleges and senior institutions across the board have is a random set of offerings which are potentially as benign as the items on a supermarket shelf and potentially as dangerous as letting a person go into a drug store and prescribe for himself or herself what medicine he or she should take for this particular headache or vague feeling of gastric distress, they might be experiencing at this moment. Once higher education gets serious about lifelong learning and is willing to address in a systematic fashion the changing needs of adults, then I think the whole question comes up for grabs again as to the obligation of colleges and universities to provide genuine lifelong learning at the higher education level. The obligation of the state to provide for the well being of its citizenry then comes up again for reexamination in terms of what portion of the tax dollar should be spent. Until then I would not do it.

PLANNING A DYNAMIC FUTURE FOR VIRGINIA COMMUNITY COLLEGES

Dr. James H. Hinson, Jr.
Chancellor, Virginia Community College System

I am going to be talking primarily to the faculty of the New River Community College and to all others who consider themselves as faculty and to all who are interested in community college education in general. I suspect that that does include most of the members of this audience, especially those individuals who are here from VPI & SU, because of all of the senior institutions in the state, perhaps you cut across more of the lines that interact with us than any of the others. So, I do not imagine I am leaving out many people.

It is a little bit unusual to be speaking after you have been speaking. I do not know exactly how I am going to cut in with this morning's commentary. Let me just take right off and say this is the first opportunity I have had to meet in any kind of interactive relationship with the New River faculty, and I am delighted to have the opportunity to do so. Today was preceded by the dedication of two buildings yesterday. The college is most impressive in its setting, but even more impressive with its people, and I was delighted to have the opportunity to interact with you individually on the tour yesterday and to discern your enthusiasm for what you are doing. I know that part of your enthusiasm is having that new facility, and I know you are looking forward to that being repeated because the need is already there as noted in your President's remark yesterday. I hope the Governor and others understood as well when President Edwards indicated that they were very proud of the facility which met 50% of the need for accommodating already realized enrollment. Now I hope the facilities utilization survey being done by SCHEV and interpreted to the legislature will reflect that needs analysis, although some of the preliminary figures that I have seen do not indicate that it goes that far. We may have to do some further corrections still to reconcile the two figures.

Perhaps you are asking the question what manner of man is this that has come from Georgia to Virginia to be the Chancellor of the Community College System. Well, I hope you got a little bit of an idea yesterday, and I want you to get a little bit more of an idea today. I am here because I want to be here; I am here because of a reputation of the Virginia Community College System as being one of the outstanding ones in the nation. Standing apart and looking at VCCS as a dispassionate observer, that is until my application was sent in, I certainly recognized the qualities that developed in this system in a very, very short period of time. You have really done a remarkable job. I hope that I am not going to do much to impair it as we move forward into the future.

We have good momentum. We have undergone some difficulties, but I believe that those difficulties have served really to bring us together in a more resolute fashion and have provided a good basis for us to move forward on an even more cohesive basis and pattern. So, I am not at all concerned about the fact that difficulties have come along. Difficulties are made to be overcome, and I think that we have overcome many of the difficulties

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already and that we are on the verge of moving forward to overcome the rest of them.

Now, what about some initial perceptions since I have been in the Commonwealth. In Georgia I could say "state" but you lose one point up here every time you do that, so I am learning. When I was at John Tyler, I lost a point, but then I picked it back up by correcting myself on five or six subsequent occasions. I am also, as I related to several faculty earlier, trying to learn to speak Virginian, and now you really have me confused. I have been in eastern Virginia, and I was doing my dead level best to learn to speak what I thought was Virginian, and then I come to western Virginia, and there is a difference. You see they gave me a sentence to practice on over in Richmond and at the eastern shore. It was, "There is a mouse in the house, let it out," or something like that. Now I come over here, and I find that is not appropriate at all, and I feel pretty much at home with my Georgia accent.

In ten or eleven weeks I have gotten in up to my ears in the VCCS, and I have gotten back into the community college movement 100%. I got side tracked a little bit down in Georgia when my board, the DeKalb County Board, asked me to move over from the Presidency of their three campus college into the superintendency and because that same board took off its board of education hat and put on its board of trustee hat for the community college, they finally prevailed on me to do that. It was quite a strain to go back into the school business, but they got my attention by offering me that opportunity and telling me who they were going to put into the position if I did not take it. If I mentioned his name most of you would recognize it, so I am not going to mention it, but that definitely got my attention and I took the position. And when you get involved, you know you get caught up in what you are doing. Already in less than three months, I have gotten caught up in what I am doing here and that is sort of a characteristic of mine.

I stayed with that dual responsibility for a number of years and then the opportunity came here, and my name got tossed in the hat. After a very comprehensive set of exercises involving four state committees, here I am, and there are several people in the audience who have some direct responsibility for that. These people were on the selection committees, and if I say things you do not like, fuss at them. They were involved in that selection process, and they have got to share the responsibility.

I have been dedicated to the community college movement since I was director of the Southeastern Educational Laboratory and got involved with a number of Florida Community Colleges. We were trying to provide services to the undereducated in Georgia, Florida, and Alabama, and we found that the community colleges were best suited to get into business immediately and to help provide those services and to uplift people through them. That is an exciting thing, and I decided right then to join them. It took a couple of years to get there, but I got to DeKalb Community College, and when I left there, we had three campuses and over 20,000 student head count and were the only true community college in the state of Georgia. When you are the only one of anything, that is kind of painful. Everybody wants to snipe at you and the resources that you must have in order to do the job. It is at least as difficult as some of the exigencies that we have talked about regarding various agencies and regulations and ideas that are extant in the Commonwealth.

Now after having been here for awhile, there is one thing at which I am amazed, and that is the number of external controls on a post-budget or post-appropriation basis that we have in Virginia, far more than I had anticipated! I am used to fighting tooth and toenail for my budget, and I am used to being held accountable for that budget in the manner in which it was appropriated and in the effectiveness under which it is used, but we have a number of controls that come into effect after the budget is passed. We have manpower utilization programs; we have coordinating programs; we have individual personnel authorizations down to the classified level. We have a number of post appropriations restrictions which I hope that we can give people the confidence to do away with over a period of time. I do not ask anybody to do away with them now because most of the time a regulation comes into being because somebody goofed--somebody was not doing something that they were supposed to be doing and the old "3rd grade" syndrome takes over. When the teacher is up at the blackboard and gets hit in the back of the head with a spitball and turns around and says "who did **that**" and nobody owns up to it, the typical thing to do is to punish the whole class. We have had some circumstances apparently in the Commonwealth where things have not gone exactly right, for example budget controls have not been adhered to. I will not mention examples since you know them as well as I do and consequently restrictions are placed that apply to everybody.

I hope we can take the Virginia Community College System and make it the best planned and the best managed system in the Commonwealth, but I know that everyone else is going to have that same objective. I have discovered already since yesterday that New River is the number one community college in Virginia. There is quite a bit of disagreement about who is number two, but at New River, there is absolutely no question about who is number one. Last week when I was at John Tyler, there were folks there who were willing to admit that New River was number two, but there was no question at all that John Tyler was number one. That same disagreement existed about who was number two, and I think that is terrific. I said that I was here because I want to be. At this particular stage in my career, it is good to be involved with the whole state system of community colleges that is serving a quarter of a million people and doing it so well.

It is exciting! We have in Virginia an educational team in the Community College System where everybody is pulling his weight, doing his part, and contributing both from a performance and creativity standpoint to becoming better. I see my job as taking the good work that was done by Dana Hamel as a prime mover in getting this system established so well so fast and the good work that has been done by the Presidents and the faculties and others and simply trying to bring it all together and make it better.

I have a very, very short job description. I have been sharing it with several colleges already, and that job description is that I am the person at the state level who is charged with the responsibility of making it better for faculties to teach and for citizens to learn. Anything that I do that does not contribute to that is wasted motion. I am going to try to recognize that there is a great variety of things that I could do that would contribute, but I am going to try not to do those things that are directly related to that central job description. I am going to ask all of our Presidents and all of our Deans and all of the members of our educational team to focus on the centrality of our mission, which is providing education and training for citizens through faculty, to focus on that same job description. As members of that educational team, it takes the custodians to have the facilities ready and in order for instruction to take place without diversion. It takes the planning of that Dean and the interaction of that Department Head with the members of that Department in order to keep the road blocks out of the way. It takes the endeavor of that President as an advocate for his people, so that the job can be best done.

At the state level I see progress being made to where I can become the advocate for the faculties and the other personnel of our system. I see it being done through a more dynamic and a more dedicated state board, and that is good news. Our chairman has been on every campus; he was only elected in July. I am following up with my visits after the faculties arrive. How long has it been on your campus since you had a visit from the state board chairman and the chancellor? This is not going to be an isolated event; I am going to be on every campus at least twice a year and believe me that is a little more complex than it sounds. When I go over to Mountain Empire, I will be west of Detroit. As a matter of fact when I moved up from Georgia, I thought I was coming 532 miles north; simultaneous to moving, my son transferred from the University of Georgia to Indiana University and in the process we ended up 20 miles further away. We cover a broad expanse of geography and that is going to make the task a difficult one, but an interesting one.

Already I have been to Eastern Shore, and I have been to Northern Virginia, and I have seen the great diversity that we have and that diversity showed yesterday as I interacted with the people at New River. Our diversity has got to be protected. I spoke this morning about the uniqueness of the community college,and that uniqueness has got to be protected. If the community college is to be responsive to the needs of its service areas, then its uniqueness cannot be defined away by what it is allowed to do on a reimbursable basis, and we have got to protect that.

I think that we are going to have to do our part to work with SCHEV and the legislature so that they can fund those things on a priority basis that we are able to interpret to them as being most important to our mission. I would agree at this point in time that we may have to forego funding for some things. We may have to eliminate the purely personal enrichment activities that are in the recreational area at this time. Now, I do not agree that that is not a part of our mission, but I agree that it is part of practicality for us to get at the business of redefining community service and to define those things that are in the area of community development, as opposed to those things that are in the area of individual enrichment. I am going to ask the community colleges to work with me in coming up with those definitions so that we may present them to Senator Willey and to others, with "belly dancing" over in the enrichment category. We must have those essential activities that relate to reemployment or to moving up the career ladder through short term services in the fundable category even if they are not degree related. We must divide those two things by definition so that we will not be defined out of many of the important things that we are doing in our communities.

There are a world of things that we should be doing, and we are going to try to put them all together in a planning context and that planning context is the VCCS master plan for the decade of the 80's. I met with the presidents at a recent workshop, and we discussed the idea of planning for the next decade, and developed a good basis of understanding. We have our annual meeting at the end of October, and we are going to talk about planning with local boards and the state board. We are going to add to what has been done at the system level through our research and planning personnel and kick off the master plan at this time.

There are many of you in the audience who will be involved in it, and we are going to involve many people in the community. We will interpret our plan to the General Assembly.

I am convinced in coming here and looking at our system that we did a marvelous job of getting this system started and we sold the community college concept at that time. The people came because of the good planning that was done and because of the sound concepts that were envisioned and inundated us; 50,000, 100,000, 200,000, 260,097 came,and we served them. It wore some of us out serving them and justifiably and understandably so. In the process, the membership of the General Assembly changed. Some people did not get re-elected, and some people moved up to judgeships. We stopped selling because we were so involved in serving, but we must save a little bit back now to reinterpret to decision makers who we are, and what we are, and where we are going, and who we are going to serve in the process. I think we can do as outstanding a job in that now, as we did back then, when this system was born in the Commonwealth. This is the task at hand. I am going to be right in the middle of it, but I am going to need all of the help that I can get. I really must have your help!

Part of our uniqueness is that we have a unit everywhere in the Commonwealth. We even go beyond VPI in that scope and that gives us the opportunity to be very personal with the members of the General Assembly. In every college where I have visited, we have had members of the General Assembly there, and they talked to the President and to the faculty and others on a first name basis. This will be repeated as I go to other units. We have got to use that personal avenue of communicating ourselves anew and afresh to the General Assembly in the Commonwealth of Virginia.

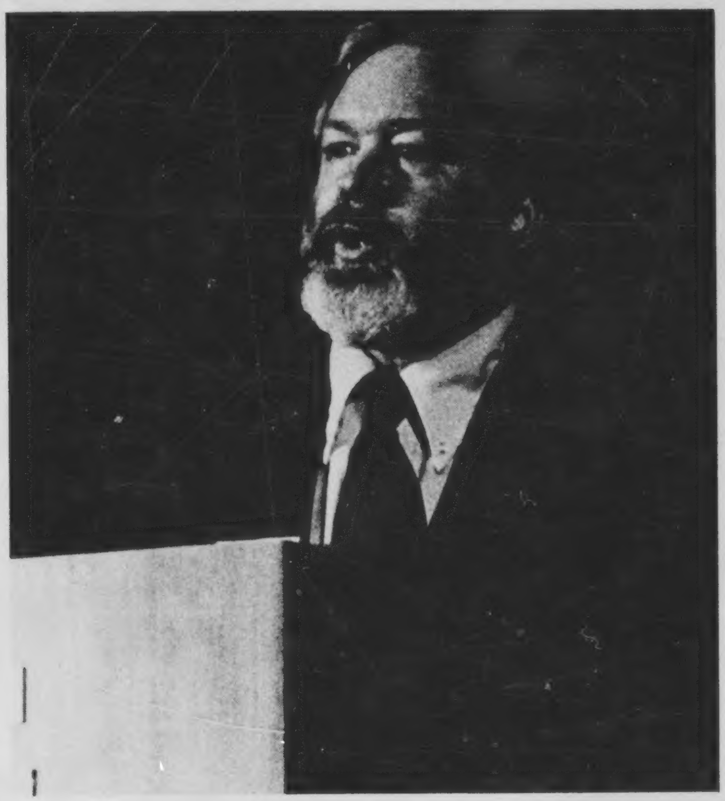
Our story is worth telling; it cannot be resisted. What we do, we do well. I do not want to hurt feelings here, but I am convinced that of all the things we are doing, there is no other entity that can do them as well as we are doing them. Sorry about that if you happen not to be directly involved in the community college, but I believe that. I do not believe that freshman and sophomore education can be provided any more meaningfully than in the context of the community college with its talented and capable faculty, all of whom hold credentials that are worthy of appointment to a university. With the size of classes that we have, even though they are getting a little bigger, they are still relatively small and involve individual approaches.

I do not apologize for serving the undereducated. There were some people who went through high school as lovers instead of studiers; I am sure that does not apply to anyone in the audience. The fact of the matter is that people do mature and interests do broaden and there does come a time when you can settle down and devote more of yourself to another objective.

The community college is there, meaningfully to work with those people at that time.

We are not in the degree producing business. We have got to disabuse ourselves of the idea that the degree in the community college business is the most meaningful thing that we could work toward. We are in the business of serving citizens and meeting their goals to their benefit and therefore to the community's benefit. This is the concept that we must sell, and it recurs on a lifelong basis. The need does crop up again and again, and we can anticipate some of those needs and not let it be haphazard. We can do that in the health field; I think we can do that for the aging. I think if we set our minds to it that we can do it in any area we carve out for ourselves.

The future can be managed. The future involves clear alternatives--that is you can clarify them. They may not be so clear at the moment, but alternatives can be described, and the choices we make can affect the future. Resources are finite while needs are infinite, but the defined actions that we take promise to be more effective than random actions, that each action taken is in some sense directional. Successive directional actions taken will tend to lead in a prescribed direction toward goals that are at the end of these action paths. Results can be evaluated in terms of the goals and the resources and the action model that I have just described in ten easy steps! We have a task before us, and we are going to enter it with some enthusiasm. I think this is an era of promise and that our difficulties will be overcome by working smarter than we have before.



Dr. Darrel Clowes
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COMMUNITY COLLEGES IN THE EIGHTIES

Dr. Joseph Fordyce
Educational Testing Service

It might be reasonable to take a bit of an historical perspective as we look at the community and junior colleges in the 1980's. Thomas Jefferson wrote in a letter to George Wythe, "Preach, my dear sir, a crusade against ignorance, establish and improve the law for educating the people. Let our countrymen know that the people alone can protect us against these evils and that the tax that shall be paid for this purpose is not more than the thousandth part of what will be paid to kings, priests, and nobles who will rise up among us if we leave the people in ignorance." I sometimes wish that legislatures would be referred to that more frequently as they talk about the shortage of funds--the shortage of support for education. But for this purpose, is not more than the thousandth part of what will be paid to kings, priests, and nobles who will rise up among us if we leave the people in ignorance? I leave to you what today's version of kings, priests, and nobles would be. I don't think it is any state department of education that I know; I certainly hope not. Having taken a look at that for a minute, I thought that it might be meaningful for us as we continue something of an historical journey, to look at the kind of thing that some people said. I would like to do this kind of thing that you have heard so frequently where a quote comes along and it seems so appropriate for today, and then the speaker says you know who wrote this, Aristotle, 606. These people were not Aristotle, but they were wise people. In 1970 a group of people that we were pleased to call educational statesmen were asked to reply to the question, "What was the greatest challenge in the 1970's for America's Community/Junior Colleges?" There is going to be a quiz on this so pay very careful attention. I will tell you what the question is: "Where are these people now?"

Dr. Edmund J. Gleazer said that the challenge the two-year community/junior college still needs to make good on its open-door admissions policy. Unknown numbers of high school graduates and dropouts disappear each year, and the junior college must take the initiative in finding them if it is to fulfill its promise for universal post secondary education. Well, how did we score? We scored so well that in great states like Virginia, Florida, California, Illinois, and a number of others, more recently Massachusetts, there has been provided a system of community colleges that stretches the length and breadth of those commonwealths, those states. Presumably there is an institution of higher learning within commuting distance for all of the people in those states. We met that particular challenge so well as a matter of fact that Pat Cross said a few years ago, "We have achieved the goal of education for all. Our challenge from now on is education for each." I suggest to you that I am not convinced that we have indeed reached that goal--that we still have a way to go. We mentioned the figure that is being used by your Council in post secondary education in Virginia suggesting that only 50% of high school graduates go to college. We know very well the tremendous illiteracy rates that exist in all of our states--a matter of national disgrace in my judgment. Unfortunately many times those pockets of illiteracy (functional illiteracy) thrive in areas served by a university and a community college. I have to admit that one of those is the Gainesville, Florida area where the counties surrounding those two great institutions of higher education, Santa Fe Community College and the University of Florida, have very, very high rates of illiteracy. It seems to me that there is all kinds of evidence that this challenge is still ahead of us. I wish we had time to discuss it more fully, but the concept of universal post secondary education has still not been achieved. We above all others, it seems to me, in the community colleges have the responsibility to figure out the reason that that remains true and to provide the kind of programs and challenges and services that will help us meet that challenge in the 1980's, if we did not fully meet it in the 1970's. We have tremendous advantage because we have the facilities; we have dedicated and good faculties--persons ready to provide the service. Somehow or other, we must unlock the opportunity of those remaining millions who have not yet been reached.

Dr. James L. Wattenbarger went on to answer the question by saying that rising fees are endangering those students most dependent on public higher education. It is essential that we reexamine carefully the increasing tendency to charge the individual student a direct tax for his education after completion of high school. A challenge that in my judgment remains with us. We have not yet resolved the challenge of making higher education financially available to students. It seems to me, and I have been involved in it, that the whole concept of financial aid going directly to students can only be a part of the answer to the question. It seems to me there must be some way in which those costs can continue to be brought within reason so that this great mass of individuals not yet availing themselves of higher education will not be restricted simply on the basis of financial need. I know it comes as no surprise to you to learn that Dr. Wattenbarger has always and continues to speak in favor of no tuition, no student fees merely on the assumption of the great social need for education. Number one is the Thomas Jefferson concept that we quoted a moment ago, plus the fact that every individual within the United States who has the means does indeed pay for education through the taxes that he pays generally. To assume an additional user tax is in Dr. Wattenbarger's opinion unjust and not a good national policy. I regret to say that we have lost ground on this issue from the seventies. It remains a crying necessity, a challenge, for the 1980's.

Jane Matson challenged American junior colleges in answer to that question to know more about the student populations they serve before planning their programs. Relevance has been too frequently determined from the point of view of individuals other than those who need to be served by post secondary education. I do not need to tell you the number of times that you have experienced pressure of one sort or another in determining the kind of programs that presumably were needed by somebody without very much reference to the students themselves. Dr. Joseph Cosand noted in answer to the question that the primary commitment must be to the needs of students and not to the passing whims of various publics who may be serving their own purposes. Many junior colleges are failing because they are either too responsive to unreasonable public criticism or because they are not responding to societal change. John W. Dunn also indicated the need for close attention to those to be served, because he said the primary role of the community/junior college is to give hope to people who had no hope before. He saw the community function as the essence of America's junior colleges and saw diversity in response to peculiar community needs as the great challenge.

B. Lemar Johnson saw the great need as providing a consistently superior program of instruction. It is peculiarly possible and necessary in the junior college and can contribute to the resolution of the other challenges facing higher education. Dr. Max Raines again challenged America's junior colleges to discover and rediscover the potential of the community of which they are a part. By doing so, self renewal of both the college and community can best be achieved. Harold Grant saw the American junior college as the prime vehicle to make real and to implement the dream of all mankind--a dream of understanding and of affection between nations and among people. Dr. Bill Priest said that the greatest challenge for America's junior colleges is to provide institutions wherein traditional American faith can be regenerated. Much of the responsibility for this issue, the issue of integrity, must be borne by the students, the faculties, and the staffs of America's junior colleges. We will comment upon that later, as we view some of the practices in some of our institutions of higher education. It seems to me that we have not only scored zero on this issue, we have scored negatively. The President of the University of New Mexico was not very convincing in explaining some of the things that occurred at that great institution. Richard Richardson said that education is out of equilibrium and will face an uncomfortable period ahead while its institutions attempt to regain the equilibrium. Major emphasis must be placed upon a return to the implementation of institutional objectives rather than the resolution of internal and external conflicts resulting from student militancy, faculty activism, administrative obstinacy, and trustee insensitivity. Many of these may be challenges we have resolved, not because of our efforts particularly but because some of the activism has simply gone away.

Leland Metzker, great and beloved seer, reemphasized all of these things as he attempted to reassess the position of America's community college and could only conclude that the test is yet to come. That America's junior colleges could and did respond in the broad and grand ways these others have indicated is testimony to the broad purpose of the institution. Dr. S. V. Martorana, continuing the same theme, admonished the community/junior college to preserve its uniqueness in the face of many pressures that would make it conform to more traditional practices and policies. Its uniqueness lies in the fact that is is the only institution of higher education with a total commitment to helping the individual achieve fulfillment. A bright young man, whom I consider to be a comer in the field, Terry O'Banion, called for a new model in education for the preparation of human development facilitators as a substitute for our present crop of teachers, administrators and counselors. The focus he said will shift from weakness to strength, from what cannot be done to what can be done, from what is wrong with us to what is right with us. Such a program will nurture and challenge staff members who will develop a sense of education, community and commitment.

What are these challenges that have been partially resolved but will continue to be the greatest issues and the greatest challenges of the eighties? I do not think these challenges are the external forces our friends have been talking about today and that you face most realistically. I do not mean to suggest that those realistic problems and challenges described today are not important; I am suggesting that those things are only means to an end. The kind of challenges that I hope we are considering here have much more to do with the ends of education, what it is all about, and without which money, funding and governance become the sound of brass and the tinkling symbol. What are they once again--promise for universal education, the tax burden to be relieved from the user, and the relevance of the program for students.

Dorothy Knoll reported her recent study of California's junior college students; she observed from the transcripts of students who have left that a tremendous number of students had taken courses considerably different from those which were prescribed in the college catalog and the college regulations. I was reminded that many colleges and universities refuse to pave a sidewalk until they see where the students walk--a very wise thing. So I suggested to Dorothy that the curriculum that she discovered in this fashion in terms of what students actually do should be called the well trodden curriculum, a curriculum defined by students themselves of those things which were meaningful, despite considerable cost to them, and despite college regulations to the contrary. The diversity represented by this well trodden curriculum represents response to peculiar community needs, the theme of John Dunn and Max Raines--a diversity which must be cherished as America's junior colleges face the eighties. It still exists to a very great extent despite the fact that we have gone through many years now of systematization in an attempt to bring community colleges into a pattern of greater similarity. Diversity still marks America's community colleges, and it is fitting and proper that it so do. If you try to describe America's junior colleges in one word, you would find great difficulty in doing so. Consider the great complexity of Miami-Dade Community College, and the sprawling metropolis of Los Angeles and the community college system that exists there. Each system is doing in a very real way its own thing. Compare those; compare the system in Chicago with some of our smaller institutions, some of our rural institutions, some of our institutions in middle size cities, or in urban areas. The diversity will be amazing, so amazing that it becomes almost impossible to describe. We feel very strongly of course as do John Dunn and Max Raines that this diversity is greatly to be prized, that it must be continued if at all possible and despite the pressures for greater conformity and similiarity.

The superior program of instruction must be our concern said Lemar Johnson. Every experience to which the student is subjected in our community colleges must be of superior quality, superior value, with appropriate attention to the virtues and to the integrity that our American society has historically praised and valued. It certainly includes counseling and student personnel work more proactive than reactive, more in keeping with the vital institution that is represented by the community colleges. In no place that I know of in all of education should vibrant, alive programs of student personnel services, including counseling and related kinds of services, be more effective than they should in the community college. At no place do I find more similarities between the objectives and purposes and the mission of the institution and of the service than I do in effective programs of student personnel work in community colleges. You have here at Virginia Tech in Don Creamer a wonderful spokesman for this kind of new approach to student services, an approach which makes the student the very center of the learning process. But in this way counseling is not much different from teaching. We are indeed in a teaching, learning situation in counseling, however counseling is provided in our institution. The only difference is that the subject matter exists, and that comes from a Latin major, believe it or not. The necessity for world and human understanding remains with us. Community colleges throughout the nation, a great, great number of them, have responded very beautifully to this necessity by not only international programs consisting chiefly of bringing in students from other lands, but also by exporting the community college idea to other lands. Perhaps much more important than those things is the internationalizing of the total curriculum, the internationalizing of the total experiences of the student. We have moved into a situation in which in a very real sense the community of the community college must indeed be the world.

Bill Priest mentioned the question of integrity in American education. It seems to me that we lose ground on this area. I hope that this is simply not my old fashioned upbringing that surfaces every once in a while, but I do think sometimes that we lose sight of what education is all about. I do not mean to suggest that education needs to take on a religious or even an ethical flavor, but I am suggesting that life has meaning and that community colleges are in a peculiar position to help students find that meaning of life. When they do, the issue of integrity will indeed be resolved. Dick Richardson, as we suggested, talked constantly about institutional goals--the necessity for formulating them clearly and precisely in terms that can be understood by every faculty, staff and student. Every student should know what your institution is about; if not, they have missed a valuable opportunity for one of life's richest experiences. I have sometimes wondered why it is that so many of our citizens go through the educational experiences they do--elementary school, high school, frequently college, and turn right around after graduating and vote against the next bond issue. A complete lack of understanding exists, it seems to me, of the experience they have been involved in because of a lack of knowledge of the real institutional goals and their relationship to the experience of education.

The purposes and the uniqueness of community colleges have been well established, you are thoroughly familiar with them, and I will not bother here to repeat them. I merely say that that uniqueness must be preserved, and as we tried to indicate this morning, we would be tremendously concerned with any pattern of external governance that says these institutions are so much like all other institutions that we might throw them in a bag when the push for dollars becomes hard. Why in the world can't we just simply consolidate all of them? Please do not misunderstand me; I am not suggesting that any responsible official in Virginia is advocating that but it is an idea that has surfaced, an idea that must be confronted, and an idea that must be proved wrong. A number of states have had experience with this. In Florida it was determined the university system should be expanded and that the University of West Florida should be established at Pensocola. There was a considerable move to transform Pensacola Junior College into that University of West Florida. Fortunately that notion was defeated; the University was established independently and has been a strong source of support for Pensacola Junior College. As Jim Wattenbarger said at the time, had Pensacola Junior College become the University of West Florida, someone would have had the next day to establish another community/junior college in that community. I believe firmly that that is indeed the case.

Finally in respect to these challenges, a concept was expressed so well by Terry O'Banion. There is a purpose for education and that purpose has to do with what becomes of human beings--what human beings become. What is the purpose of teaching English, mathematics, or physics? Those are not ends of themselves; they are effective means for helping individuals become the kind of human beings that they want to be and that they deserve to be. This is the end of education.

These then, it seems to me, remain the great challenges ahead of us. Once again, I am not unaware of the other kinds of challenges, the challenges that come to us from the external world. They have been stated very neatly in the 1979 Plan for Virginia Higher Education--a plan that I hope you read.

The challenges before us are clear; they are evident; they are shared by you. I have quoted briefly from the plan of 1979 for Virginia higher education. I would like to read from it just a bit more, because it senses what these challenges for higher education are. In the face of all our problems the Council of Higher Education believes firmly that more, rather than less, higher education is an indispensable part of an effective democratic response. Any man or woman whose life has been touched and changed by higher education knows that this is true, anyone--who has learned not just a skill but its place in the social order, who has developed the intellectual capacity to see the problems in all of their complexity, who has assumed public, corporate, or other responsibility, who has heard the words of great poets, who has studied the calculations of great scientists, or who has puzzled over the questions posed by great philosophers--knows that in times of stress or crisis the best educated are the most likely to succeed.

Higher education is plagued by comparison with industry. The plan for 1979 is written as if every graduating student can be likened to an assembled product, every classroom building to a job shop--but comparisons are occasionally helpful. The offices of a manufacturing firm which has fallen upon hard times might be tempted to cut back the research and development effort and personnel training programs in the interest of economy. Such moves, however, are often harmful for new ideas, and well prepared men and women are never more needed than when things are going poorly. In American society, higher education has come to be the major source of new ideas and of well prepared men and women. This then is the challenge

I read from the Virginia Plan of the Council and indicate that you do indeed have friends there. It is your responsibility to make sure that the promise is fulfilled. As you proceed with this process of education, you recognize the goal of creating better human beings, self realizing human beings, who will constitute a greater and greater society in an America that will continue to grow and thrive and be again a land that we love. In this enterprise we wish you a great success.

ISSUES IN GENERAL EDUCATION/JUNIOR-SENIOR COLLEGE ARTICULATION

Dr. Leonard R. Gallimore
Radford University

This discussion group had as its primary tasks the defining of general education and the delineation of junior/senior college articulation problems pursuant to general education. Handouts of certain University general education requirements served as the springboard for discussion.

As one might expect, the group had a myriad of concerns regarding how senior colleges and universities not only define the term but how certain courses were made to fit into that definition. There was general agreement that, no matter how it was sliced, general education had as its primary purpose, the preparing of persons to live a "wholesome and productive life as a member of a free society." When viewed in this perspective, the definition would logically include lifelong learning experiences that would facilitate the development of abilities to function optimally throughout one's lifetime. General education, then, becomes something much broader than the traditional definition, that of "preparing young people for the responsibilities they share in common...," a definition which has historically flavored many general education curriculums with a socio-psychological emphasis.

Some of the group suggested that preparing individuals for jobs should be given more emphasis in general education programs using as their rationale the argument that until one is gainfully employed it becomes increasingly more difficult to function optimally as a "wholesome and productive citizen." And so the discussion went. Due to time constraints the group agreed to present unresolved concerns to the panel of experts who were selected to hear and react to discussion group reports.

The group's attention was next turned to the matter of junior/senior college articulation in general and then to the current problems facing area community junior colleges as they attempt to articulate their transfer programs with the general education requirements of the senior colleges and universities to which large numbers of their students transfer. Acceptance of advanced courses in programs such as biology, business management, criminal justice, and nursing were areas in which some concerns were voiced. The general consensus of the group was that, despite the present array of problematical areas, considerable progress had been made in smoothing the transition from one grade level to another. It was also agreed that many problems remain.

After considerable group interaction, certain members were selected to present a summary report, along with unanswered questions, to the total group and the very elite panel selected for their particular expertise in responding to basic issues inherent in each of the various discussion topics. That panel was able to shed much light on each of the problems presented to them, resulting in the group members feeling better for having had the opportunity to share mutual interests and concerns in such a positive and constructive manner. The group left feeling very positive about the conference.

ISSUES IN OCCUPATIONAL EDUCATION

Ms. Anne Gates
Dr. Dan Vogler
Virginia Polytechnic Institute and State University

The session on vocational/technical education was structured so that clusters of occupational curricula faculty interacted to (a) identify individual issues of concern in occupational education; (b) give consensus for prioritizing the issues; (c) code issues in terms of their location among the concepts of Recruitment, Training, or Placement; and lastly, (d) classify the issue in terms of a barrier pertaining to Personnel, Curriculum, or Operations.

The issues identified by respective occupational faculty are enumerated below.

1. Lack of flexibility in curriculum and training.
2. Need for continued professional development.
3. Desire to identify common-core training.
4. Ability to identify appropriate delivery systems to provide an acceptable level of quality.
5. Continuing rise in cost of programs.
6. Action to address possible revenue reduction.
7. Possible need to reduce general studies in order to give more time to training.
8. Methods to deal with state legislators and citizens.
9. Approaches to expand the pool of potential students and minimize the student cost for training.

10. Concern regarding the survival of programs that depend on continued federal government funding.
11. Need for individualized instruction.
12. Desire to incorporate word processing methodology and individualization of instruction. The result would be open-ended individualized instruction, modernized text-editing equipment, short review courses, role definitions are issues. With the demand for upgrading skills of returning housewives, the equipment training procedures and employment preparation procedures will change drastically.
13. Maintenance of a quality product versus quantity.
14. The collective interplay among decreasing enrollments, energy shortages, and cost of gasoline.
15. Administrative demands and expectations which place constraints on increasing productivity.
16. Systems to keep output in certain areas abreast of community demands.
17. Securing and equipping adequate facilities.
18. Methods for effective recruitment, good training and placement.
19. Capturing space and adequate funding.
20. Maintaining modern equipment.

The prioritizing process yielded six top priorities.

1. Keep curriculum flexible to meet the needs of changing job requirements.
2. The use of good placement means good recruitment.

3. Need for appropriate delivery systems.
4. Capture adequate operational budget.
5. Need for facilities in which to provide service to students.
6. Balance quality and quantity.

A tally of the results of coding the issues and designating barriers revealed that 20% of the issues were recruitment based; 75% of the issues were training based; and 5% of the issues were placement based. Further, 55% of the issues were operational budget barriers; 20% of the issues were designated as personnel barriers; and 25% of the issues were designated as curriculum barriers.

ISSUES IN REMEDIAL EDUCATION

Ms. Johnnie Simpson
Thomas Nelson Community College

Dr. Darrel Clowes
Virginia Polytechnic Institute and State University

Remedial education in the eighties was the topic discussed by faculty who teach developmental studies at New River Community College. Having this homogeneous group was appropriate since issues were raised and discussed by faculty members who teach together and who share ideas among themselves. Discussion can be summarized into four major issues.

The first identified issue was the feasibility of legitimizing remedial education in the Virginia Community College System by advocating statewide sessions of interested people for communication and articulation of concerns and needs. Each year from 1975 to 1980, interested people in developmental education have met in a Saturday workshop to articulate ideas and share concerns. For example in the spring of 1980, one hundred eighty faculty, staff, and administrators from two and four year colleges in Virginia met on a Saturday to look at problems and issues through a program presented by various faculty members. Many of those who attended traveled both Friday night and Sunday and paid their own expenses, which were not reimbursed by their institutions. In the past, such informational and productive workshops have not been sanctioned by the community college system. The interest group on remedial education felt strongly that many instructional and organizational needs could be addressed by advocating and legitimizing such statewide meetings.

The second issue related the role of Adult Basic Education/General Education Development to the community college program. In Virginia the ABE/GED program is administered through local option--school district versus community college. In the majority of school districts the public schools have the responsibility of administering the ABE/GED program. The interest group felt strongly that the issue of ABE/GED needs further study from the philosophical and motivational backgrounds of adults who are involved in these programs and who attend classes held in junior high and high schools. Many students ultimately could be placed into community college courses concurrently with GED courses and consequently bridge educational and attitudinal gaps that might have been created. The most cost-efficient method of administering basic skills programs would be a major argument in reviewing this issue. The interest group felt that articulation between public schools, community colleges, and the state system is a necessity to investigate the ABE/GED issue in a constructive manner.

The third issue can be resolved when a definition for "campus" is given. Defining "campus" as a central location or as a regional site upon demand will allow the role of remedial education to be decided and to be placed in priority order on each campus. This definition would allow a campus to set up services within its region or look to other agencies as the catalysts and allow the community college to provide the needed resources. The community college would meet the needs of the service area by its firm commitment to make people aware of available services.

The interest group felt that as practitioners in remedial education the final and most important issue in the eighties was program accountability. Anticipating that a mandate on program evaluation is certain in the next few years, practitioners want desperately to gain input into developing program accountability for remedial education within the community college system in Virginia. Success for the remedial student will have to be defined so that the criteria for program accountability can be established. Realizing that the State Council of Higher Education will be conducting a program evaluation in the next few years necessitates immediate action from the faculty who are actually in the daily operation of remedial education. The challenge exists for faculty to take the initiative in establishing criteria for program accountability so that the evaluation will not be a distasteful process.

The future of the eighties in remedial education can be an exciting and rewarding era if the basic issues are addressed, allowing innovative instruction to begin.

ISSUES IN CONTINUING EDUCATION

Dr. Steve Parson
Virginia Polytechnic Institute and State University

The Continuing Education Interest Section developed an extensive list of shared concerns about the future. Since time was a limiting factor the group was able to do little more than identify concerns, but perhaps that represents a step in the right direction.

The concerns presented here have been grouped somewhat to report those which appear to be interrelated.

A concern that seemed to be of great importance to group members was the lack of a state-wide network of continuing education staff sharing information and responding to broad-based needs. Related to that was the expressed need for the development of a state plan which defines roles and interrelationships among institutions and agencies involved in the delivery of continuing education services. (These agencies and institutions would include community colleges, cooperative extension, community schools, recreation departments, among others.)

There was some discussion about the possibility of the Community College Program Area at Virginia Tech providing some resources and assistance to the development and support of a continuing education network and the development of a state plan.

These organizational concerns led to a discussion of the need to define and operationalize the life-long learning concept. This issue was perhaps initiated by Dr. Gordon Davies who attacked the validity of the life-long learning concept in an earlier presentation.

Predictably, the issue of unnecessary duplication of programs and services was raised. A question was raised about the community college's emergent role as a coordinator, facilitator or broker of educational programs.

Several concerns revolved around present operating policies that will affect the future. One of those policies involved restrictions placed on the promotion and marketing of continuing education programs. Another strongly held concern revolved around the present system of funding continuing education programs, which was viewed by the group as overly restrictive, difficult to understand and inconsistent.

The last concern identified by the group was the question of what is the "regular" full-time faculty members role in the continuing education/ community service mission of the community college.

Unfortunately time did not permit the group to raise several other issues which were of concern to them. An example of this is the whole area of community services and how the community college functions in this area.

It appears that the continuing education personnel represented at the conference feel a strong need to face the 80's with a sense of shared mission and commitment to serving the citizens of the Commonwealth. It is hoped that this conference can serve as the beginning of the development of a strong coalition between community colleges and Virginia Tech.

ISSUES IN STUDENT SERVICES

Dr. William Robbins
Dr. Don Creamer
Virginia Polytechnic Institute and State University

Survival issues, communication problems, and accountability dilemmas were the primary matters of concern raised by the student services staff members in a special session of the conference. During the discussion, chaired by Drs. Don G. Creamer and William A. Robbins, these members faced the question whether student services in the Virginia community colleges were really in a strong position or in a state of disarray. Affecting the discussion, however, was the complaint raised a number of times, that both at the local college level and the Virginia Community College System office level, there was a lack of clarity as to where student services fit into the high priorities. "We don't know where our leaders stand," it was stated, and the effect of this unclear situation is paranoia.[1]

Much disarray was reported across the Commonwealth as a result. Recent budget reductions have had their immediate effect on position allocations problems and almost as directly have led to a cut in student services positions (among others). Some participants asked how some of the critical student needs can thus be met in functions that no longer or at least do not now have the help of teaching faculty. The question was answered with the further question - "Are the co-curriculum activities viewed as a worthwhile program in the community college, and are these services really wanted by students?" By making the position reductions in student services and by faculty "acceptance" or toleration of these reductions, some participants felt the college community was saying, "We can get along without this."

A more pervasive problem than the loss of a position or two seemed to surface in the discussion - that of an erosion of institutional commitment to counseling and other student services. This erosion was noted in problems of communication with teaching faculty regarding ways to work as a cooperative team in meeting student needs. Faculty members are drifting away from us, some seemed to say, divesting themselves of responsibility for student service functions, yet expect that increased attention will be given to a variety of services such as financial aid, career, retention measures. Then they "give the nod" to student service budget cuts in order to prevent the fiscal crunch from affecting their own areas. Thus the double bind - student service budget support is down, but the obligations and expectations are up.

The difference between the current credibility of community college student activities and the career development functions could not help but be noted in the comments of participants. The student activities function was observed as suffering not only from programming problems but also from confusions over its role and evidence of clear need in the community college. A question left hanging with an obvious answer was "Does everyone understand how important it is to do student activities well?" Such confusions, or faint-hearted support, contrast sharply with the applause (even though grudging in some cases) given to the student service efforts to prepare students for a satisfying, successful life in the work world. As a result of the sizable grant/loan/job business faced by all colleges, and the direct effect on enrollment and retention, financial aids help also bears college approval. However, views of the college community towards counseling seemed more uneven. Undoubtedly a message is being conveyed through such perceptions that will affect future developments.

Some sensitivity and defensiveness seemed to become apparent when participants were pressed as to whether student services were getting the "short end of the stick" from current accountability and budget pressures, in comparison with other college areas. Departments, the library, faculty benefits, equipment and maintenance and indeed almost all college services are in trouble from the current financial constraints, student service participants seem to find difficulty in considering their budget problems in the light of the entire college situation.

Included among the problems faced by student services personnel is the necessity of satisfying increased pressures for accountability. Although participants showed little problem recognizing this need and accepting the responsibility of being held accountable, endless questions remain unanswered that aggravate concern. How shall these services be evaluated, given their non-quantitative character? By whom, internal, external? What standards and criteria are appropriate? Could student services be evaluated according to the criterion of the college as an institution engaged essentially in the development of people?

The group called for a strengthening of the student service position in the future through improved communications and collaboration with the teaching faculty. Only through first improving faculty attitudes toward the role of student services was it felt that genuine collaboration would be possible among all personnel of the college for the meeting of student needs.

An important question was asked of the group by Dr. Don Creamer - but surprisingly not really picked up and developed - as to whether student services might not find new meaning in the community college and improve its image at the same time by becoming a key interpreter to the whole community of what the community college is all about?

Neither a strong position nor a state of disarray seemed to be affirmed by the group. Participants did testify to the necessity of clarifying their role and function -- and securing acceptance of this by all personnel in the college -- but first to make sure they survived through this difficult period.

ISSUES IN ADMINISTRATION AND RESEARCH

Dr. Beverly Allen
J. Sargeant Reynolds Community College

Dr. W. Robert Sullins
Virginia Polytechnic Institute and State University

Conference participants with special interests in the areas of administration and research discussed a number of topics which can be categorized under the four broad topics of: 1) determining and maintaining "quality" programs; 2) master planning in an era of negativism; 3) public relations efforts to educate decision makers; and 4) financing college programs to assure quality and accessibility. While the four areas clearly overlapped, there were efforts to identify clear issues and tentative solutions in each area.

Determining and maintaining quality programs seemed to be the major concern of the participants and paramount in that concern was the question, "Who is to determine the criteria for quality?" Discussants were adamant that the wrong persons were being allowed to establish the wrong criteria for determining quality. For example, numbers of enrollees in and graduates from a program are not appropriate measures of quality, at least without regard to other information. Participants were also concerned about problems of maintaining quality of effort in times of declining resources and indiscriminant restrictions on use of otherwise available resources. Positions and funding may have been approved only to be denied activation by administrative edict.

Master planning in an era of negativism was a major topic that stimulated considerable interest among those in attendance. Expressions of concern regarding pressures to project enrollment declines and other downturns that might smack of self-fulfilling prophecies were matched with expressions of belief that effective master planning was sorely needed. There seemed to be some agreement that good planning would include the establishment of criteria for determining success and quality of colleges and programs and that the result of such planning was one of colleges "becoming their own masters." Master planning should become the basis for turning around the current negativism which seems to be dominant as college faculty and staff members study the college mission, complete needs assessments, determine appropriate programs, and establish the criteria for measuring the success (quality) of those programs. Of specific concern was Gordon Davies' statement regarding the inappropriateness of lifelong learning as it is now conceived. His statement that there now existed no systematic program of lifelong learning was not challenged but his implication that what now exists should, therefore, be discarded was challenged. Participants agreed that colleges should begin to develop a clearer picture of lifelong learning as it relates to their mission but were also in agreement that most current programming was appropriate and defensible.

Effective public relations efforts aimed at educating the public, legislature, state and local boards, and executive branch about the unique mission of the community colleges were seen as essential to the continued success of the colleges. Through effective public relations efforts built upon carefully planned assessments of the colleges missions and programs (from the master plans), community college leaders can play key roles in determining the success of the colleges in the future. Educated boards and legislators will be more inclined to accept criteria for judging success that are proposed by college personnel. They are more apt to make appropriate decisions regarding program approval and funding. In particular, the public relations issue was related to the concerns regarding lifelong education as it seemed clear that community college personnel had not done an effective job communicating mission and programs to key educators or other decision makers throughout the state. There was agreement that individual colleges as well as the state office should become more active in a well developed public relations program.

Financing colleges and programs seemed to dominate the remainder of the discussion as concerns were expressed about how colleges might maintain current quality of programs and accessibility in terms of both geography and curriculum comprehensiveness, especially in light of tightening resources. Participants were in agreement that funding formulas that seemed to work in the sixties and early seventies were no longer appropriate and that consideration must be given to designing funding patterns that are responsive to the unique character and missions of the community colleges. Much greater consideration is needed for shifting relationships of part-time to full-time students, of course takers to degree seekers, and of off-campus to on-campus programs.

All of the issues and concerns expressed by participants seemed to lead to a pessimistic conclusion for the discussion; however, that was not what occurred. There seemed to be enthusiastic consensus that with the new leadership at the state level, individual colleges and the system as a whole now have renewed opportunities to make progress in each of the areas of concern. There was agreement that administrators and researchers should begin to define and build information resources for master planning, establishment of criteria for measuring success, building public relations programs, and redefining funding formulas and then, armed with such a formidable resource as information begin to build those programs and relationships that will project the Virginia Community College System into a bright decade of growth and development.

There begin no further business or time, the meeting was adjourned.

APPENDIX A

Virginia's Community Colleges in the Eighties

Conference Program

Donaldson Brown Continuing Education Center

September 22 and 23, 1980

Monday, September 22

8:00 - 10:00 a.m.	Registration
9:30	General Session I Darrel Clowes, Virginia Tech
9:40	Panelist presentations on the future Gordon Davies, State Council for Higher Education Wade Gilley, Secretary of Education Jim Hinson, Chancellor, VCCS Joe Fordyce, College Board
11:00	Coffee
11:15	Panelists interact with audience
12:00	Lunch (on your own)
1:20	General Session II
1:30	Address: Planning a Dynamic Future for Virginia Community Colleges Jim Hinson, Chancellor, VCCS
2:15	General Session III Address: Community Colleges and the Eighties Joe Fordyce, College Board
4:15	Adjournment
6:00	Dinner

Tuesday, September 23

9:00	General Session IV
9:15	Meetings by Institutional Functional Areas Transfer/General Education in Eighties Co-chairs: Charles Atwell, Virginia Tech Leonard Gallimore, Radford University

Preparation for Employment
Co-chairs: Anne Gates, Virginia Tech
Dan Vogler, Virginia Tech

Remedial Education
Co-chairs: Darrel Clowes, Virginia Tech
Johnnie Simpson, Thomas Nelson Community College

Continuing Education
Chair: Steve Parson, Virginia Tech

Student Services
Co-chairs: Don Creamer, Virginia Tech
Bill Robbins, Virginia Tech

Administration/Institutional Research
Co-chairs: Bob Sullins, Virginia Tech
Loyd Andrew, Virginia Tech
Jack Lewis, New River Community College
Beverly Allan, J. Sargeant Reynolds Community College

10:30 Coffee

10:45 General Session V
Report of Concerns/Questions from Functional Areas
Presiding: Darrel Clowes, Virginia Tech
Reacting: Joe Fordyce, College Board
Ed Barnes, New River Community College
Darrel Clowes, Virginia Tech
Charles Atwell, Virginia Tech

12:00 Adjournment

APPENDIX B

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